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FORTS

MASON
MILEY
FUNSTON

A REPORT BY THE DEPARTMENT OF CITY PLANNING

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F O R T S

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F U N S T O N

A Report by the San Francisco Department of City Planning

November 1968

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San Francisco (Calif.).
Dept. of City Planning.
Forts Mason, Miley and
Funston : a report / by
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INTRODUCTION

This report has been prepared in response to requests of Mayor Alioto and the Board of Supervisors of the City and County of San Francisco. They have asked the City Planning Commission and its staff to consider the possible future uses of Fort Mason and the appropriateness of developing Forts Miley and Funston for residential use. Interest in the possible future development of the Fort properties has been generated by two different proposals for disposition of the sites by the Federal Government.

Forts Funston and Miley have been suggested for development under a new program, "Surplus Property for Community Development", which would make them available to the City if they were used for predominantly housing purposes. Administered by the U.S. Department of Housing and Urban Development, this program was initiated to encourage use of certain Federal lands throughout the country for the creation of new urban communities. Surveys undertaken by the Federal Government in several urban areas indicated that in San Francisco, the two forts appeared to have the greatest potential for development under the "Surplus Property" program.

Fort Mason, on the other hand, is not presently available for acquisition by the City of San Francisco. No portion of the site has yet been declared surplus property by the U.S. General Services Administration. Presently, Fort Mason is under several jurisdictions. The GSA reports approximately 39 acres of the property is now considered excess to the needs of the Army. However, the Army retains roughly 25 acres on the eastern half of the Fort, while the

Maritime Administration holds title to Piers 1 and 2, consisting of approximately five acres. Although Fort Mason is not available to the City as surplus property, the Federal Government has indicated it is considering other means for disposing of the property.

Several points concerning the possible development of these Forts should be kept in mind. Forts Funston and Miley are not being offered to the City of San Francisco by the U.S. Government for any use the City might wish to make of the Forts. Under the "Surplus Property for Community Development" program, federal properties can only be made available if they are used for housing. Other uses may be combined with housing, but residential development is the essential element of the program. Federal guidelines indicate the key objective of this program is to create "balanced" urban communities composed of people with varying economic and social backgrounds. Therefore, for both Forts Funston and Miley, the intent of this report is to evaluate the desirability and feasibility of developing these sites for residential use. This evaluation was conducted by examining city-wide development objectives to determine the best possible use of the two Forts.

With regard to Fort Mason, the Department's main concern was to determine the best use of the full Fort site, regardless of the number of acres available at this time. The special locational characteristics of the site make several development alternatives possible, and each should be assessed in relation to the site as a whole.



Location Map

Location Map

I. FORT DEVELOPMENT AND CITY OBJECTIVES

In considering the possible re-uses of Forts Mason, Miley, and Funston, each site should be analyzed in terms of its potential to achieve certain City objectives. The following section identifies three critical needs of the City and indicates the implications of these needs for the possible development of the Forts.

A. The Need for Housing

Expansion and improvement of the housing supply to provide a greater variety of choice within the City and to provide for the immediate housing needs of low- and moderate-income households continues to be a crucial city need. The most obvious measurements indicate no question of need. The Housing Authority reports 5,000 persons on its waiting list. The 1965 Community Renewal Program Report estimated a need for 4,000 moderate-income units, 4,000 low-income units, and more than 20,000 market-rate units over the subsequent six years. The Department's annual inventory of housing indicates that housing units are not being supplied at an adequate rate to meet these requirements. Since 1960, new construction has amounted to only one percent of the inventory per year.

It is equally clear, however, that regardless of the number of large properties which become available, San Francisco cannot meet the total potential demand for housing within the City because of its nearly unique desirability for residential purposes and its very limited supply of land. When considering possible residential use

for a site, several factors other than simply the potential number of units must be considered. For example, the City must be concerned with the balance of housing it contains. It must continue its efforts to upgrade the existing housing stock, to provide ways to curtail the exodus of middle-income families with children, and to seek new methods for increasing the supply of low- and moderate-income housing both inside the City and in the metropolitan area. Also, the City must balance the need for residential land with the need for public facilities, such as open space and schools. The concern must be with the total environment. Consequently, in some circumstances, it may be more desirable to improve public services and facilities than to add a limited number of new housing units. Better schools and more city amenities can attract and retain more families with children in the City who might ordinarily move to suburban communities. In addition, it may be that the City's housing problems can be better satisfied by greater utilization of the existing housing inventory rather than by adding to the supply. The existing housing supply will, in any case, become increasingly important as the City's vacant land for new construction diminishes.

B. Recreational Needs

Open space in urban areas, especially dense areas such as San Francisco, is of immeasurable value and the City must continually move to expand its park space in critical areas and to improve the quality of public facilities. Today the City has about 4.8 acres of recreational land per 1,000 persons. This figure compares favorably with other large cities. However, a particularly significant fact is

that San Francisco's recreation space devoted to city-wide and regional activities such as Golden Gate Park and Fleishhacker Zoo represent 70 percent of all the City's park land. Clearly, the primary need for open space is for small parks, accessible to the City's high-density residential areas. It should also be noted that the need for small, local parks will increase as the city adds to the housing supply, and that any major new housing development should be evaluated in terms of its open space requirements.

C. Educational Needs

Improving the quality of education for all children in the public school system, and expanding individual opportunities for advancement through provision of specialized programs for the educationally disadvantaged are key objectives for improving the City's environment and desirability as a place to live.

Big city school systems throughout the country are examining new concepts in education which would be more responsive to current academic and social needs. New programs, it is generally agreed, will require more space to replace obsolete structures and to accommodate new forms of educational facilities. The "educational park" is being widely discussed among educators. Pittsburgh, for example, has initiated a "great high schools" program requiring large new sites in the city, and Chicago has proposed a program to develop a series of cultural-educational-clusters throughout the city requiring sites from 30 to 50 acres. Finding sites in built-up urban areas to accommodate these new facilities presents a major problem in their realization.

Aside from these changing educational approaches, the physical plant of the San Francisco Unified School District is becoming obsolete and in need of attention. This fact, coupled with anticipated enrollment increases, means that a major rebuilding program coordinated with other city improvements is an essential step in San Francisco's development.

D. Implications of City Needs on Fort Sites

A persuasive argument can be made for using major sections of all three Fort sites for housing. The City, after all, is a major residential resource, and it can be argued that every possible opportunity should be taken to add to the housing supply. This need must be balanced against efforts to continually improve public facilities and services which greatly determine whether the city will be a desirable and attractive place to live.

Moreover, there should be a basic reluctance to convert any large publicly owned site to private development without thoroughly evaluating its use for other public needs. High priority must be given to recreation and education, especially because of the difficulty of assembling large tracts for public purposes. In addition, the use of the Fort sites for housing should be weighed against other possibilities of acquiring underused land for housing development. This Department's current staff work toward preparation of a housing policy statement has identified other possible publicly owned and large privately owned sites which appear suitable for residential development. These sites, from several points of view, might be more

suitable than two of the fort sites under consideration. Examples of such sites are the Sunset Reservoir and, as proposed by this Department's Bayshore Plan, the unimproved land adjacent to Candlestick Park. Both sites would require imagination in design, but both are well situated within the City's existing residential pattern and, if developed as housing sites, could take advantage of public facilities and services existing in the immediate area.

The point here is that there should be a program to develop all large underused or misused sites for a variety of purposes. If certain Fort lands are better suited for recreational and educational development or cannot be feasibly acquired or developed residentially because of high costs, other opportunities exist to pursue housing objectives elsewhere in the City. Other sites, such as the Candlestick area proposal, offer the dual advantage of upgrading the area's appearance while at the same time increasing the City's housing supply.

II. FORT MASON

This section of the report deals with Fort Mason and provides information on the existing conditions of the site, lists previous governmental positions on the Fort, and presents a set of alternatives and recommendations on future circulation and land use.

As previously noted, Fort Mason is presently under several jurisdictions. The General Services Administration has designated as excess property a portion of the Fort totalling 39.29 acres of fee land and 1.87 acres of tideland. This parcel includes Pier 3, now on lease, and Pier 4. The Maritime Administration presently holds title to Piers 1 and 2 (4.89 acres of fee and 1.66 acres of tideland). The Army retains the eastern section of Fort Mason, 24.88 acres. Fort Mason's fee land area totals approximately 69.4 acres. However, roughly 4.5 acres are in submerged land at the Pier area. Land area is generally estimated as 65 acres.

A. Existing Conditions

Location: Fort Mason is located in the Marina area along the northern shore of San Francisco. It is bounded by San Francisco Bay on the north, Van Ness Avenue on the east, Bay Street on the south, and by Laguna Street and the Bay on the west.

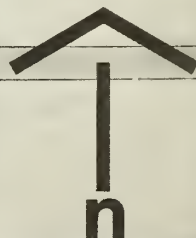
Topography and Geology: Fort Mason is built on two levels: the Pier area, which was filled and graded in 1911 when the piers were built; the Administration and Housing area and the original portion



FRANCISCO

Fort Mason

Present Site Plan



0 100 200 300 400

playground

funston
NESTNUT

OMBARD

LAGUNA

OCTAVIA

GOUGH

FRANKLIN

VAN NESS

POLK

high school

galileo

NORTHPOINT

BEACH

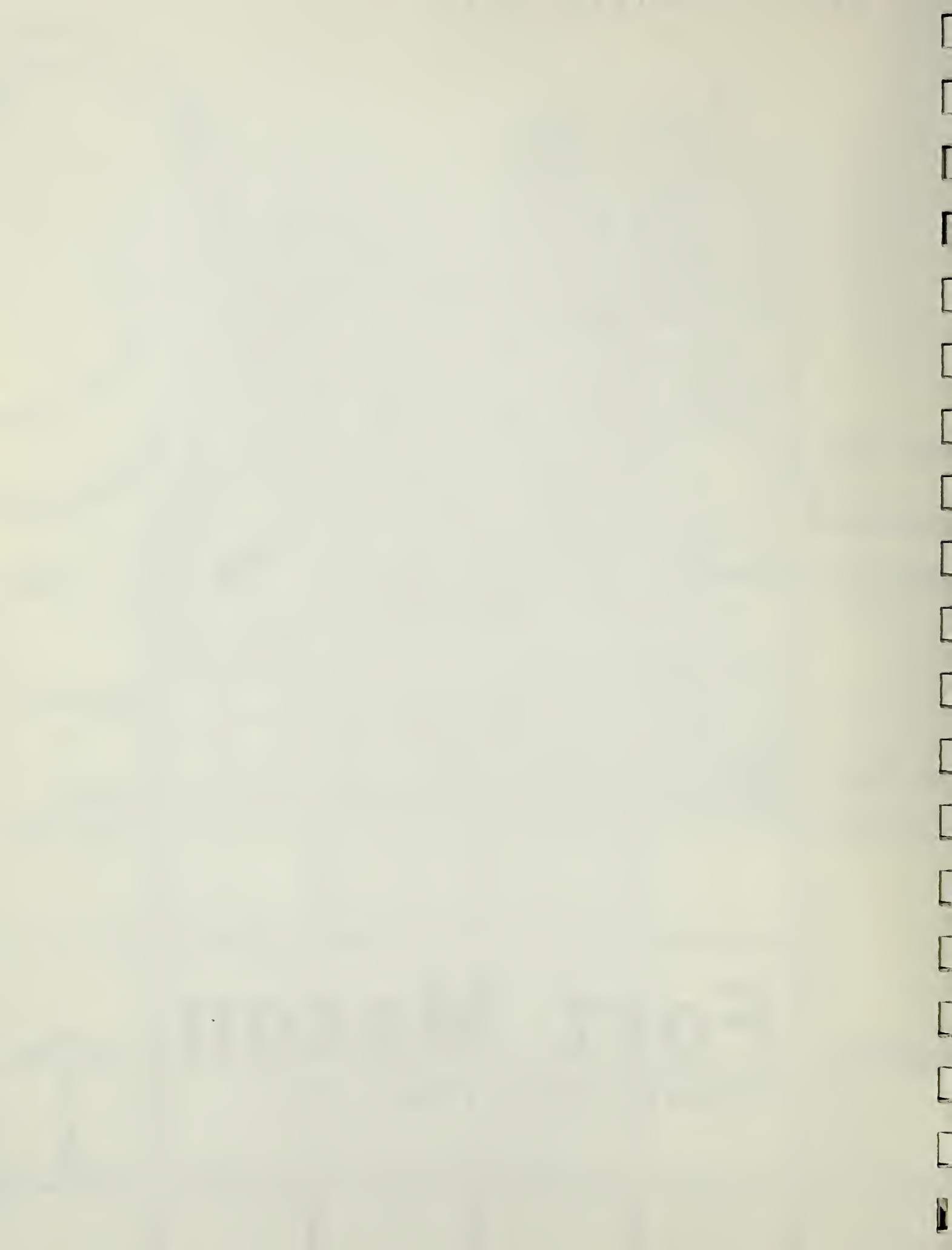
aquatic park

municipal pier

maritime administration

ycht basin

ACH



of the Fort Mason Reservation form the upper level. The two levels are separated by an extensive system of retaining walls and embankments running just seaward of McDowell Avenue in a generally southwest to northeast direction. The land surface slopes steeply near the northeast and east boundary lines to an embankment at Van Ness Avenue. The slopes south of McDowell Avenue in the southwestern portion of the Fort are more gentle.

The geological composition of the upper level (from McDowell Avenue south to Bay Street) is primarily sand topping underlain by yellow clay and bedrock. Sand depth varies from a very thin cover on the eastern slopes to a 45-foot depth on the west. All the land in the lower level Pier area is fill consisting of sand, clay and rock.

Tree Cover: Fort Mason has both ornamental and shade trees; most of which is east of Pier 3. Closely planted evergreen and eucalyptus provide a windbreak on the San Francisco Bay frontage. The oldest and most notable trees on the Fort are located on the northeast corner. Ground cover planting on the embankment retards erosion.

Buildings: There are approximately 130 buildings on Fort Mason. With few exceptions, all of these are one-story, wood frame, stucco or wood-sided structures. Most of the buildings were constructed between 1900 and 1945; the majority of them predate World War II. Many are obsolete and most of the structures on the upper level west of Franklin Street are no longer in use.

Several of the oldest structures located on the northeast corner of the Fort are of significant architectural and historic interest. The Urban Design staff concur with the judgment of the Landmarks Preservation Advisory Board in recommending that the historic structures in the area bounded by MacArthur Avenue and Franklin Street be retained and preserved.

Streets and Parking: There are approximately 19.5 acres of streets and sidewalks on the site, but only 1.5 acres of off-street parking. Franklin Street, the main entrance, is also the main north-south street. The main east-west thoroughfare is MacArthur Avenue. All roads have either asphalt concrete or bituminous surfaces; all are in good or fair condition.

Railroad: Fort Mason is served by the State Belt Railroad. Trackage runs east-west through a tunnel from Van Ness Avenue to Beach Street and Marina Boulevard, as well as to the piers. The tunnel is now in poor condition, and the rail facilities have seen little use in the past ten years.

Piers: Fort Mason has four piers along its waterfront. Piers 1 and 2 are under the jurisdiction of the U. S. Maritime Administration. Pier 3 is presently leased by GSA for commercial purposes. Pier 4, the Alcatraz Pier, is used intermittently to serve Alcatraz Island. Piers 1 - 3 are in good condition; Pier 4 is in somewhat poorer condition.

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Water and Sewage: Water is supplied from two sources--the reservoirs of the City and County of San Francisco and of the Presidio of San Francisco. The water supply was adequate for Post needs and the distribution system remains in serviceable condition. However, the system is old and contains deficiencies which need correction.

The sewerage system at Fort Mason is in two parts, consisting of a separate storm drainage system and a combined storm-sanitary system. The storm drainage system outfalls directly into San Francisco Bay. The combined system flows into the City of San Francisco sewers for interception and treatment at the city's sewage treatment plant during periods of normal flow. During rainy weather the combined quantity of storm water and sewage outfalls into the Bay.

The sewerage systems, both storm water and combined, are in fair to good condition, operate normally, with normal maintenance.

Electricity: Fort Mason is provided electric power from the Laguna Street Substation and the City of San Francisco Pumping Station at the foot of Van Ness Avenue. Electrical facilities on the Post are in fair condition.

Recreation and Open Space: Fort Mason is extensively built up and open space is largely limited to the steep embankment areas, the area bounded by MacArthur Avenue and Franklin Street and the eastern half of the Bay Street frontage. Most other open and recreational areas are paved.

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B. History of Governmental and Civic Positions on the Use of Fort Mason

1. San Francisco Master Plan: The Recreation Area and Park Location Plan shows:
 - a. Fort Mason divided into two areas by a parkway connecting North Point Street with Marina Boulevard.
 - b. The northern half of the Fort designated for park use. The southern half undefined in the Master Plan.
2. Fort Mason has been zoned P (public use) since 1963.
3. City Planning Commission: Adopted Resolution No. 5789 in June, 1964, favoring acquisition of Fort Mason by San Francisco for a historic park should it be declared surplus by the Federal Government.
4. Board of Supervisors: Adopted Resolution No. 472-64 in August, 1964, requesting that the Secretary of the Interior and the Administrator of General Services establish Fort Mason as a national historic site; or, if such action proves impossible, requests that GSA make Fort Mason available to the City as a park and recreation area.
5. Department of the Interior: Reported Fort Mason would not qualify for inclusion in the National Park System (9/22/64).
6. General Services Administration: Reported that no portion of Fort Mason had been declared surplus and that when all or part of the Fort was found to be surplus, GSA would dispose of it according to its normal disposal procedure (9/23/64).

THE HISTORY OF THE UNITED STATES

OF THE UNITED STATES OF AMERICA

BY

JOHN F. JOHNSON, M.D.

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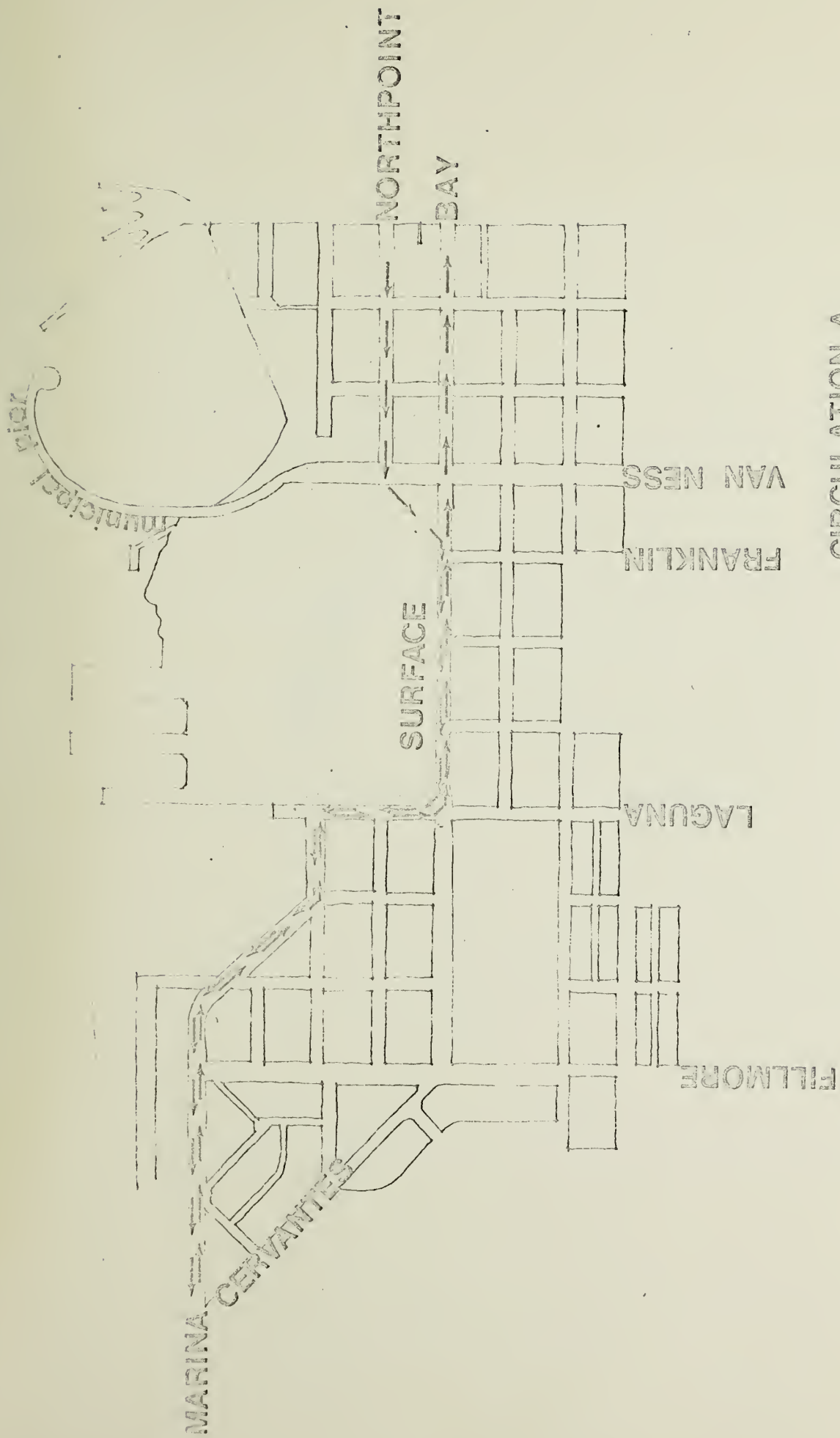
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7. San Francisco Unified School District: Expressed an interest to the Federal Department of Health, Education and Welfare in the acquisition of Fort Mason, or portion thereof, for use as an educational facility (12/22/66). The School District report, Educational Equality/Quality, refers to Fort Mason as a potential site for a new school facility.
8. Landmarks Preservation Advisory Board: Recommended that the City consider historic preservation and park use for Fort Mason (8/15/68).

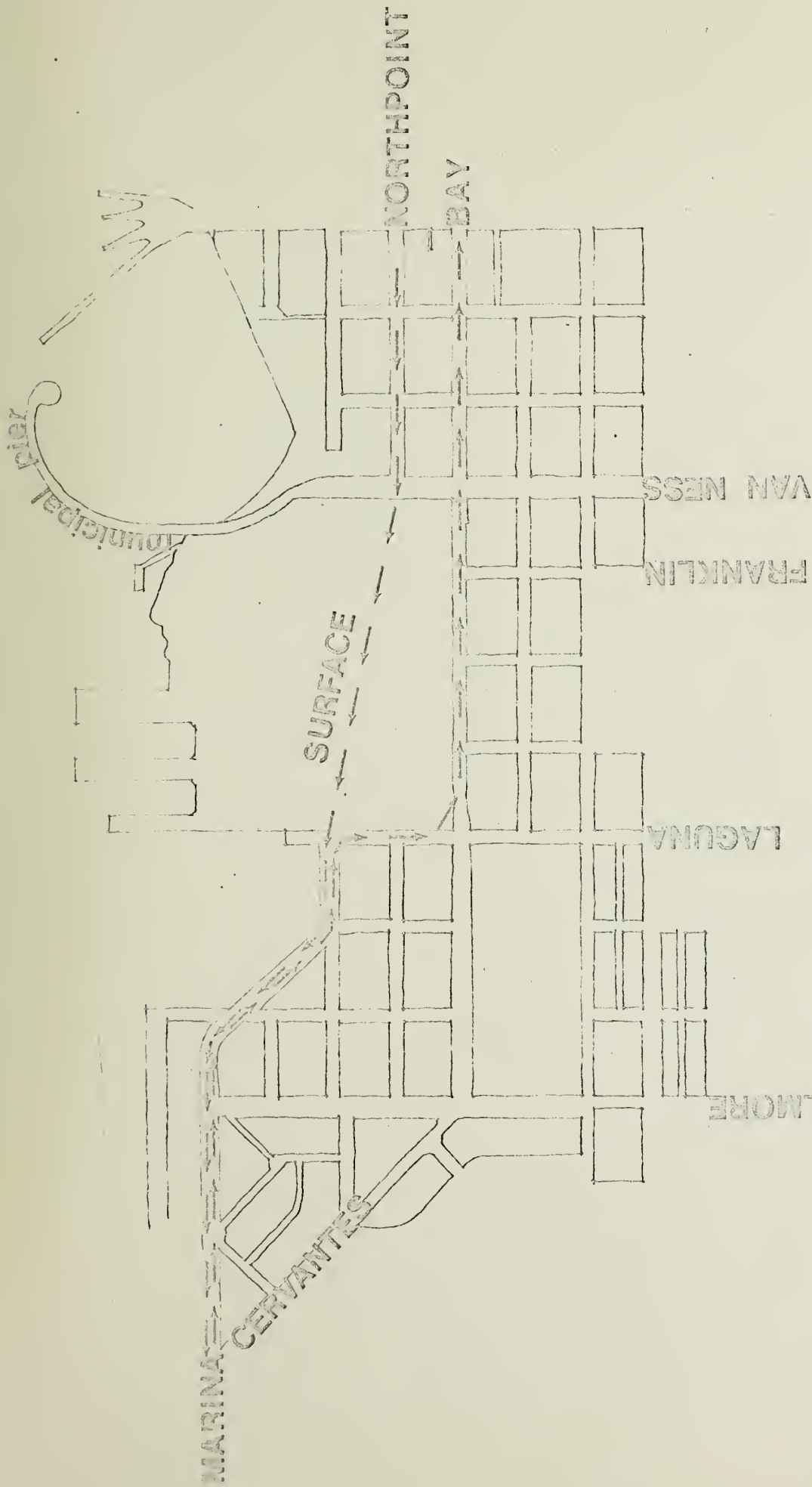
C. Vehicular Circulation Options

Four vehicular circulation options have been explored as a means of accommodating anticipated traffic loads in this area of the city. Regardless of the use which might eventually be made of the site, improvements in circulation will be necessary. Both Bay Street and Marina Boulevard now carry heavy traffic not only for local access but also as corridors for Marin County commute traffic. North Point also carries heavy traffic to and through the Ghirardelli-Fisherman's Wharf area. Future development of both Fort Mason and the Ghirardelli-Fisherman's Wharf area can be expected to generate even greater traffic loads.

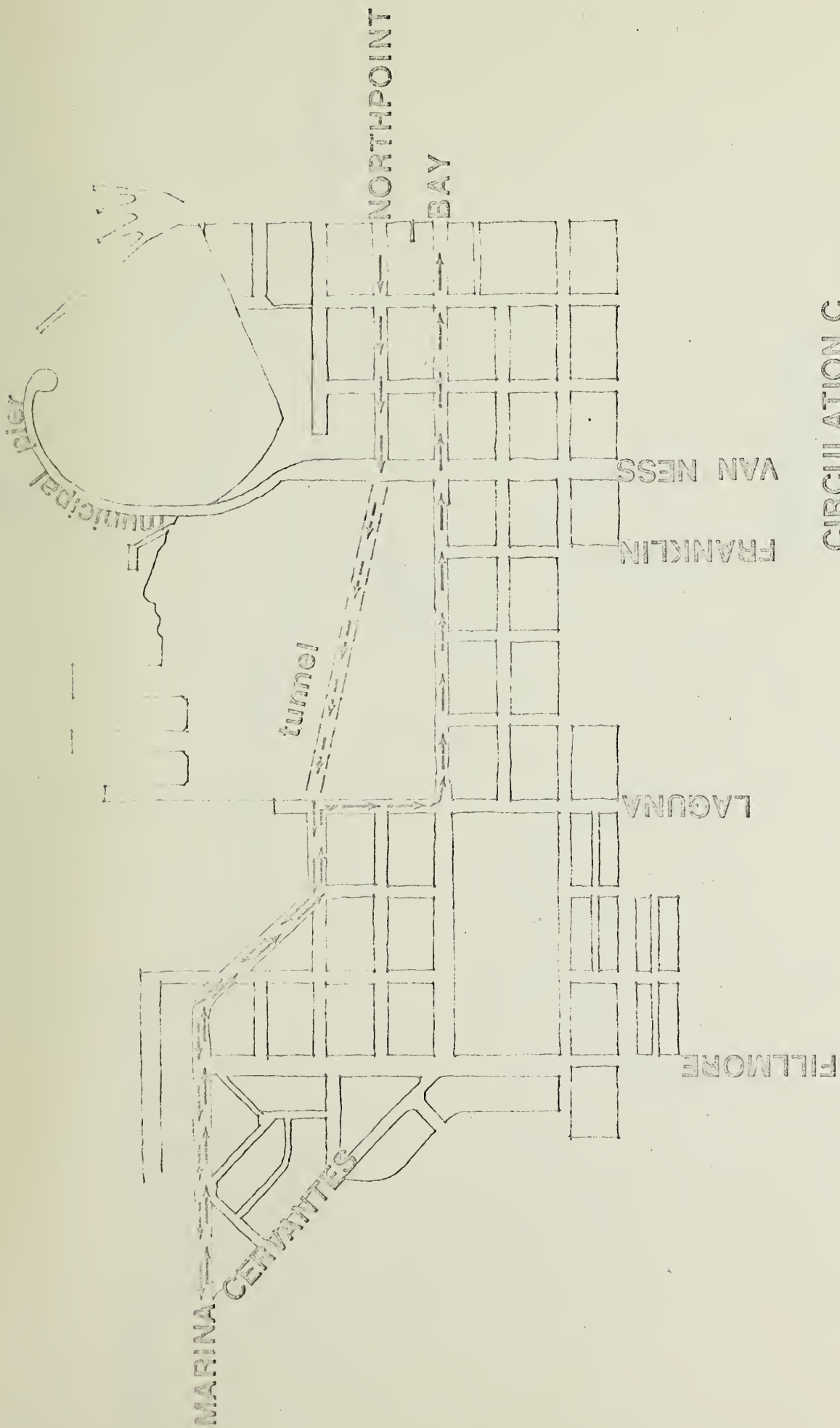
East of Van Ness each of the four options uses the one-way couple of Bay and North Point Streets recommended in the Department's current study of the Northern Waterfront.



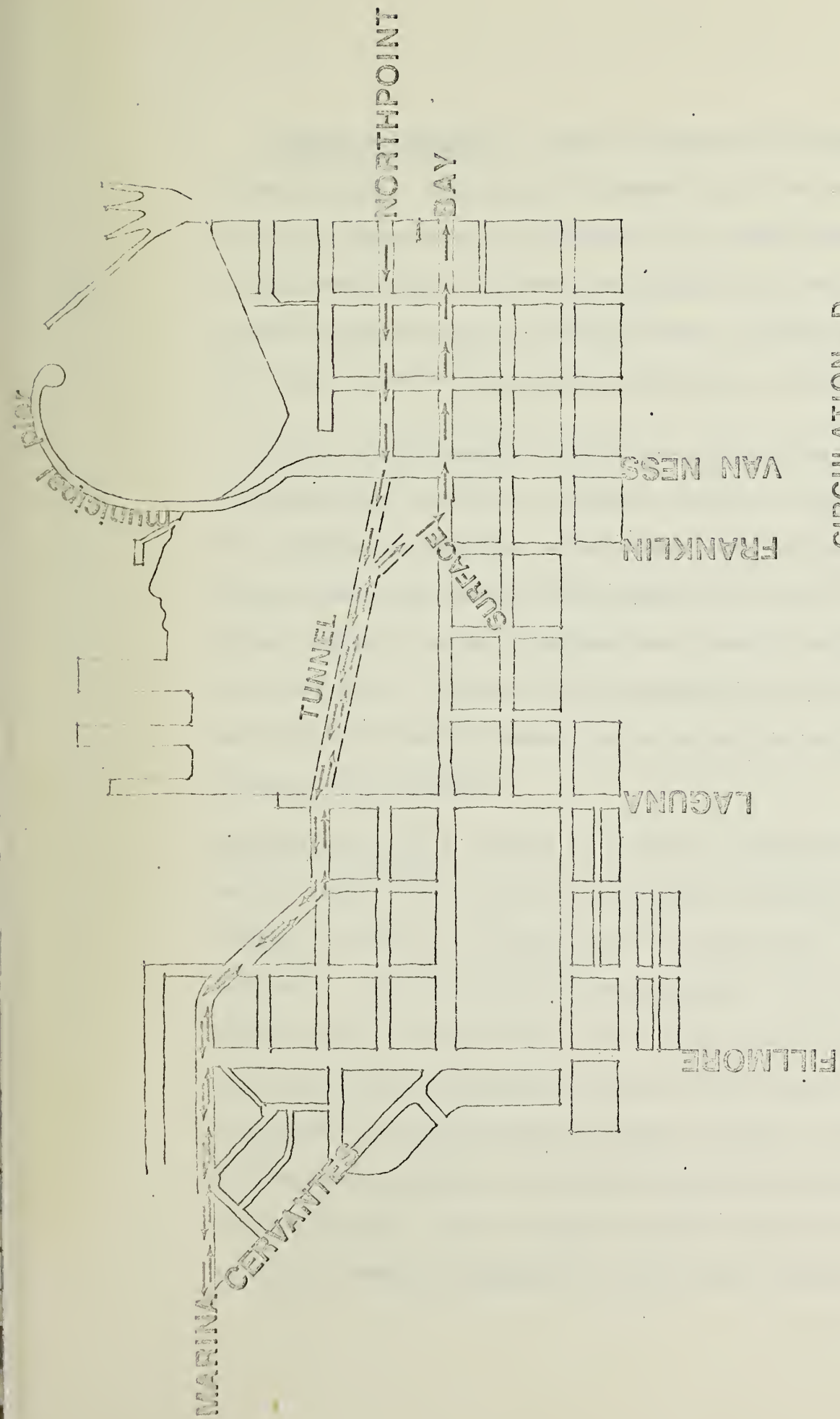
CIRCULATION A
FORTSON
AREA



CIRCULATION B
FOREST
AREA



CIRCULATION FOR THE EXHIBITION AREA



CIRCULATION D
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Circulation Option A. Option A provides for westbound traffic on North Point. This street is extended across Van Ness at grade level and enters Fort Mason through a cut in the existing wall. Traffic moves across the southeast corner of the Fort at an incline, joining Bay Street east of Franklin Street. Eastbound traffic, in this option, follows Marina Boulevard, Laguna, and Bay Streets.

Option A would require widening Bay Street along Fort Mason to accommodate the confluence of two-way traffic at Franklin Street. The resulting traffic flow on Bay Street would be heavy and could impede access into the site for Franklin Street and eastbound Bay Street traffic. Option A involves more turns for eastbound traffic than does B or C. Option A would probably require use of the southeast corner of the Fort Mason site to connect Bay and North Point Streets. (See diagram).

Circulation Option B. Option B. utilizes the Bay-North Point one-way couple east of Van Ness and extends the westbound half through Fort Mason at surface level to Laguna Street at Marina Boulevard. In this alternative the westbound route crosses Van Ness at grade. At this point a short tunnel would be necessary at the eastern border of the Fort because of the steep incline. Beyond the tunnel, traffic would proceed across the Fort at surface along substantially the same route now followed by MacArthur Avenue on the Fort grounds. West of Laguna, traffic becomes two-way. There would be a pedestrian walkway over the tunnel portion at Van Ness.

Option B provides for a more direct, less congested traffic flow through and around Fort Mason. It would provide better access to the site from Bay and Franklin Streets than would Option A. Option B is probably the least costly of the three possibilities. However, while extending North Point at grade level through the Fort Mason site improves traffic circulation, it reduces the amount of land for development, imposes restrictions on site planning, and poses nuisance and safety problems for any of the uses recommended.

Circulation Option C. Option C also extends the Bay-North Point one-way couple through the site. The traffic pattern is the same as in B. However, westbound traffic is channeled through the site via a cut-and-cover tunnel rather than a surface route. Option C preserves the traffic routing advantages of B and permits the full re-use of Fort Mason without imposing the restrictions of a major through street on the site. Although a tunnel is an expensive solution to the traffic problem, the cost of this project should be weighed against the value of the site and its critical location, as well as the opportunity to create a unified, traffic-free development in a key section of the City's northern waterfront.

Circulation Option D. Option D provides a two-way traffic tunnel through the site along the route followed in Option C. Eastbound traffic would leave the main tunnel and join Bay Street, between Franklin and Van Ness, via a short spur tunnel across the southeast corner of the Fort. Westbound movement proceeds from Northpoint Street across the site to Marina Boulevard, identical to Option C.

Option D permits a smooth traffic flow in both directions. Eastbound traffic is improved in comparison with the other options because the two-way tunnel would eliminate the right-angle turn at Laguna and Bay Streets. Option D would also reduce traffic on these streets, adjacent to Fort Mason. This reduction would be especially significant since the frontages along these streets are predominantly in residential use.

Recommendation

A major thoroughfare should be developed in the Mason area to provide added street capacity for handling growing traffic volumes along the northern waterfront. This will require the reservation of a right-of-way through the site, in order to connect North Point and Bay Streets with Marina Boulevard. The most desirable solution is to place the thoroughfare below grade as in Options C or D, thus maximizing the land available on the site. However, as an immediate step, a thoroughfare at grade level or the improvements suggested in Option A, which brings traffic around the Fort site, should be provided to meet current traffic needs.

D. Land Use Alternatives

Overview of Area Conditions

The area immediately adjacent to Fort Mason is largely residential. Three-story multifamily structures predominate in the area directly south of Bay Street and west of Van Ness Avenue. West of Laguna Street, two- and three-story townhouses and multifamily

dwellings are found. Most of the buildings in the areas south of Bay Street and west of Laguna were constructed between 1919 and 1948, and show adequate maintenance. East of Van Ness there are more structures predating 1919; nearly all are adequately maintained. The Fontana Apartments, the only high-rise structures in the vicinity, are east of Van Ness.

The surrounding area contains scattered local commerce, a commercial strip on Lombard Street, and the commercial-recreational area extending from Ghiradelli Square through Fisherman's Wharf to east of Van Ness Avenue. A Safeway Supermarket on Laguna Street, also serves the area.

Open space consists of Aquatic Park and Marina Green as well as Funston Playground and the playground of Galileo High School, south of Bay Street. A small city park and reservoir are situated east of Van Ness.

Lombard Street is the major east-west corridor. In addition, Bay Street carries heavy east-west traffic. The major north-south artery is Van Ness Avenue.

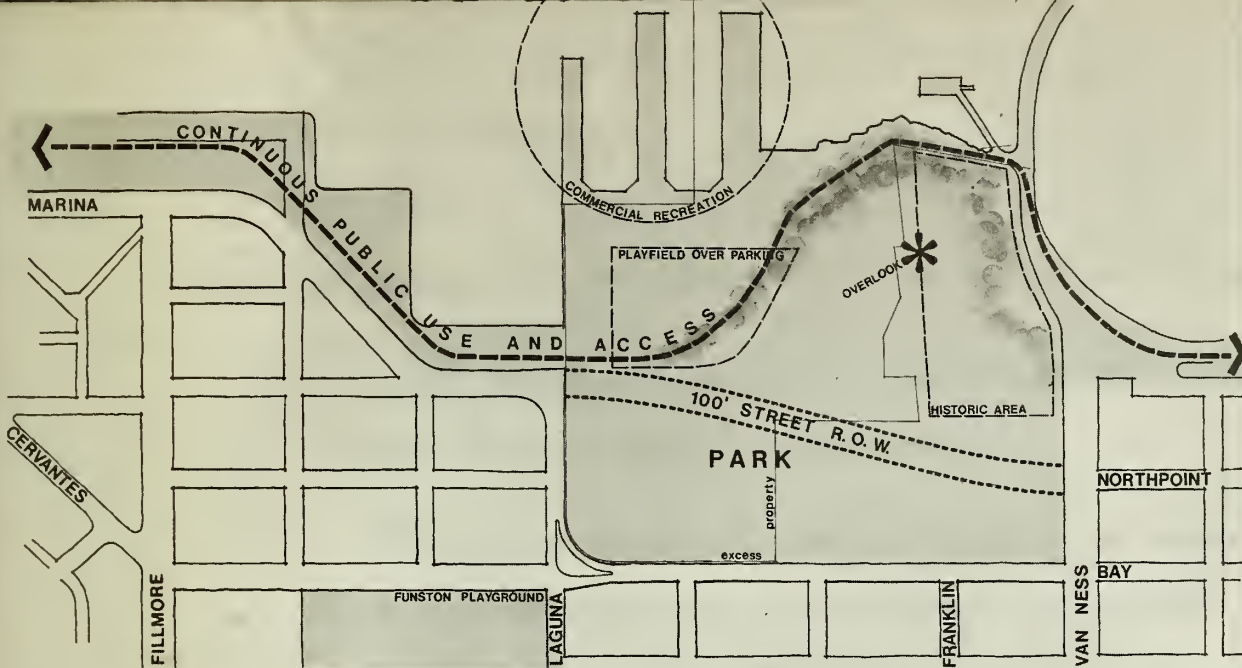
The area is under a 40-foot height limit. The northern end of a 105-foot height limit district along Van Ness Avenue terminates at a point between Francisco and Chestnut Streets.

Planning for future development of Fort Mason must consider not only the height limitation but also the existing zoning designations in the area. The present zoning will exert special influence on possible residential development. Principal uses permitted by the zoning designations in adjacent areas are as follows:

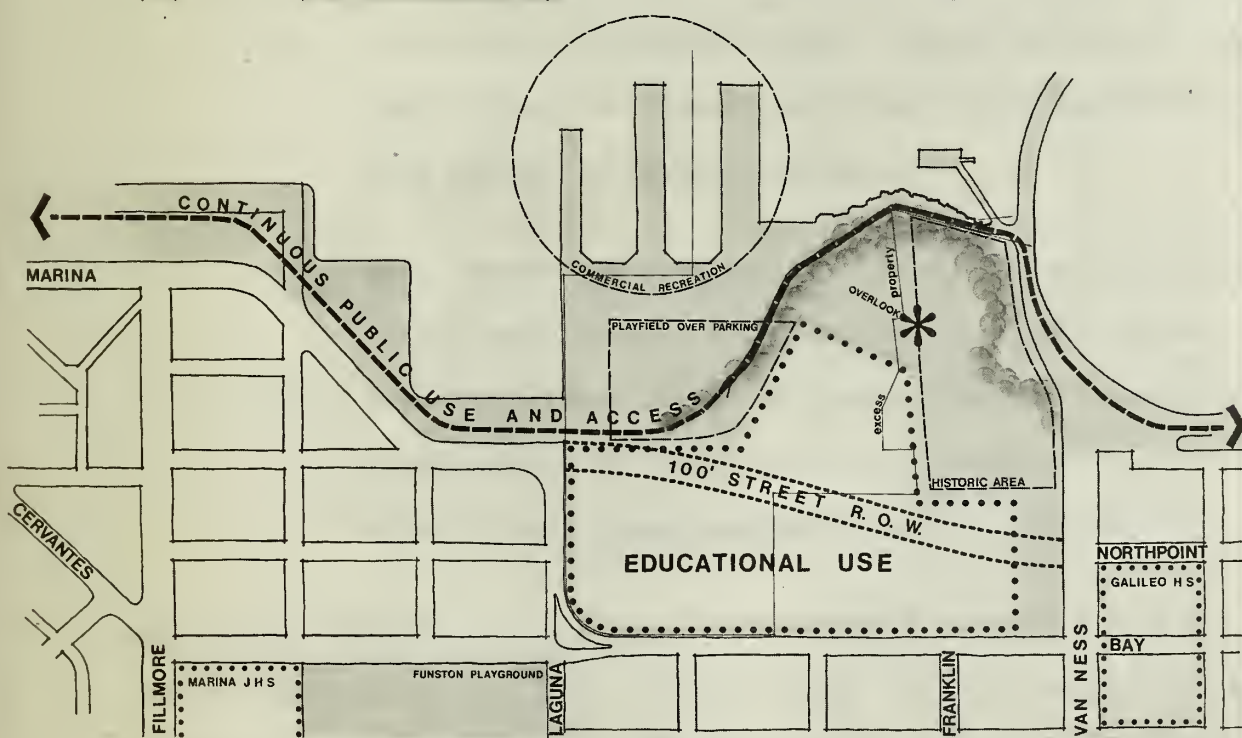
- a. R-1 - Principal use is one-family row dwelling;
- b. R-2 - Principal use is two-family dwelling;
- c. R-3 - Principal use is multiple-family dwelling, a maximum of three stories;
- d. R-4 - Principle use is multiple-story, multiple-family dwelling;
- e. R-5 - All principal uses permitted in R-4 district;
- f. C-2 - Community retail business and service; dwelling;
- g. C-M - General commercial; wholesale storage; dwelling other than a one- or two-family dwelling.

The Land Use Alternatives

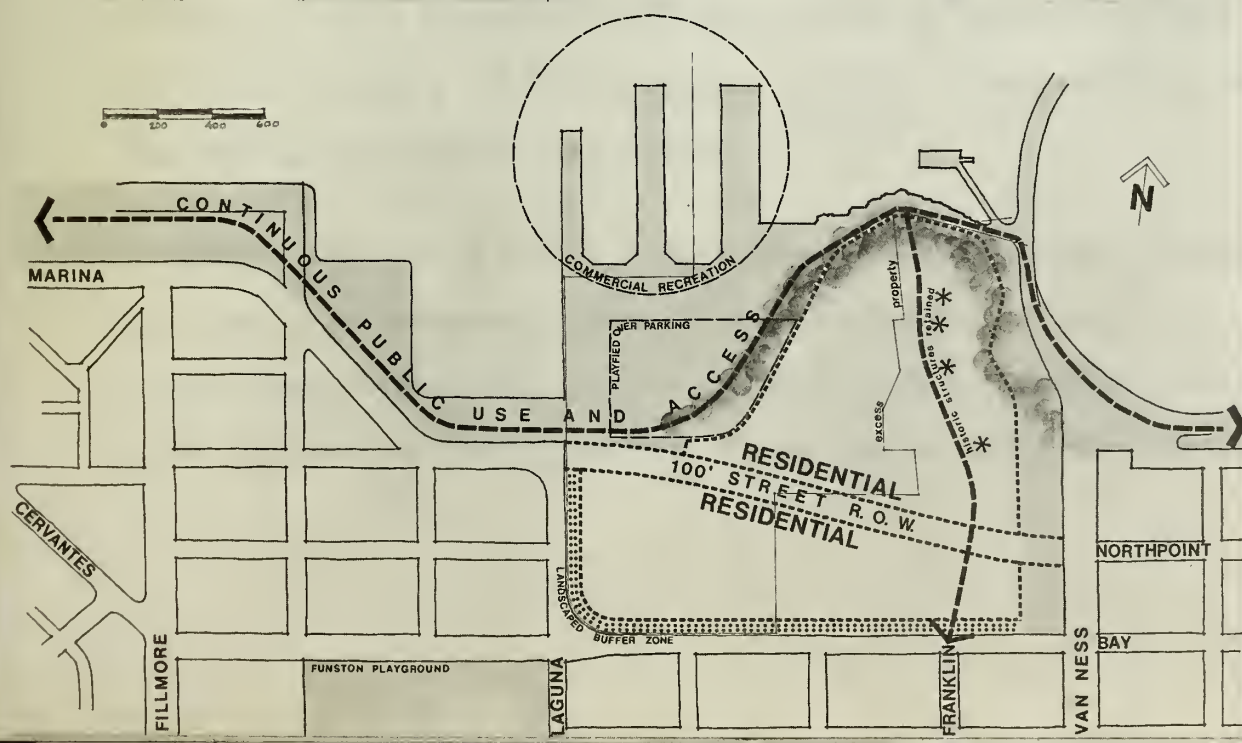
Three alternatives are presented for the re-use of the approximately 65 acres at Fort Mason. Alternative 1, park use, would commit the entire acreage to park and park-like recreational use, with approximately 10 acres to be devoted to a historic site for the preservation of structures of historic interest. The other two alternatives call for roughly half of the total land acreage for park and historic site use. Alternative 2 recommends that the remainder of the site be used for educational purposes; Alternative 3 considers housing development as a possibility in the same general location.



FORT MASON LAND USE ALTERNATIVE 1



FORT MASON LAND USE ALTERNATIVE 2



FORT MASON LAND USE ALTERNATIVE 3

There are several land use elements common to each of the alternatives:

1. In each alternative there is a major element which continues park development along the waterfront;
2. Each alternative provides for the retention and preservation of historic structures in the northeast corner of the site;
3. A multilevel parking structure, located against the embankment in the lower level pier area, is recommended as a potential feature in each alternative;
4. Each alternative provides for the retention of a street right-of-way approximately 100 feet wide, extending across the site from North Point Street to Laguna Street at Marina Boulevard. This would permit construction of a traffic tunnel through the site as funds become available for the project.

Land Use Alternative 1 - Park Use. Alternative 1 calls for park and park-like recreational use for the entire 65-acre site. Park use of the site would contribute a sizable increment to the City's stock of recreational open space, and would complete a continuous expanse of public recreational-use area extending from Aquatic Park to Marina Green.

Major features of a park in this location could include: approximately 10 acres in the northeast corner of the site devoted to preservation of historic structures and their use for public or semi-public purposes; walkways along the existing path of McDowell Avenue from Aquatic Park to Marina Green,

There are many reasons why the American Medical Association should be interested in the health of the people.

1. It is the duty of the American Medical Association to protect the health of the people.

2. It is the duty of the American Medical Association to promote the health of the people.

3. It is the duty of the American Medical Association to prevent the spread of disease.

4. It is the duty of the American Medical Association to improve the health of the people.

5. It is the duty of the American Medical Association to educate the people in health.

6. It is the duty of the American Medical Association to cooperate with other organizations in the promotion of health.

7. It is the duty of the American Medical Association to support the health of the people.

8. It is the duty of the American Medical Association to protect the health of the people.

9. It is the duty of the American Medical Association to promote the health of the people.

10. It is the duty of the American Medical Association to prevent the spread of disease.

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12. It is the duty of the American Medical Association to educate the people in health.

13. It is the duty of the American Medical Association to cooperate with other organizations in the promotion of health.

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as well as trails through the present embankment area; a possible commercial-recreational area in the present lower-level pier area, to include an embarkation point for Alcatraz Island and a multilevel parking structure of approximately 800-car capacity, with rooftop tennis courts. The parking structure could serve both Northern Waterfront and Alcatraz needs.

A 100-foot street right-of-way for a future major thoroughfare through the site is retained. The thoroughfare is proposed to pass through the site via a cut-and-cover tunnel in order to preserve the cohesiveness of the site and to avoid the danger and annoyance of heavy surface traffic. As indicated in the section on circulation, the tunnel through the site appears to be the most desirable means for solving traffic movement problems in the area.

Land Use Alternative 2 - Public Educational Use. Alternative 2 provides 30 - 35 acres for the development of a major public education facility. The other half of the site would be devoted to park and park-like recreational use. Park use along the waterfront, as well as the historic preservation and possible lower-level parking facility features, remain as in Alternative 1.

The Board of Education has indicated its interest in developing a large facility or "educational park" at this location. This facility could occupy the southern half of the site bordered by Laguna and Bay Streets, with the exception of a park use strip along Van Ness Avenue at the southeastern corner of the site. (See map). Immediately adjacent to the site are two existing educational facilities--Galileo High School and Marina Junior High, which could serve as adjuncts to, or components of, an educational park at Fort Mason, or be phased out for another use as the new facility becomes available. If

the Galileo site does become available, it could be used for housing and for parking in accord with the Northern Waterfront Plan proposals.

The condition of Galileo High School is an important consideration in evaluating educational needs. This high school, built in 1923, is in serious need of improvement or replacement. The school has a capacity of 2,200 students, according to a survey completed about five years ago. Present enrollment is 2,850 students, or 650 students over capacity. To accommodate these students, 75 sections or classes are now held in barrack buildings on the Fort Mason site. During four periods of the day, there are no vacant classrooms at the school, and enrollment is expected to increase by substantial amounts in the next few years due to heavy Chinese immigration. The need for a new facility is further substantiated by the fact that Galileo is extensively utilized after normal school hours. The high school has the second largest adult education enrollment in the City, and has had the largest summer school enrollment for every year since 1962.

Alternate 2 is presented as a major opportunity to improve the quality of education and educational facilities in San Francisco. The exodus of middle-income families with children to the suburbs is a widely recognized and documented trend. This movement is often attributed to the concern, prevalent among families, for ensuring the best possible education for their children. The premise upon which Alternative 2 is based is that a major public school of excellence, serving a broad section of children, would be of special significance to the City's future development.

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Staff evaluation indicates that Fort Mason is well suited to educational use. The site is accessible by public transit to a broad range of people. Fort Mason is a large parcel which a large educational facility needs. Similarly, it is one of the few sites in the City which would not require substantial relocation.

Fort Mason's topography and location on the Bay, between Aquatic Park and Marina Green, make it a high-amenity site. The joining of an educational facility with the historic preservation and public park uses would ensure that the physical environment surrounding the educational facilities would be both pleasing and stimulating. Also, the site's proximity to the Northern Waterfront commercial-recreational area should make evening use of the school facilities attractive for educational extension programs and civic meetings--it would not be a dead site after regular school hours.

Land Use Alternative 3 - Medium-Density Housing. Land Use Alternative 3 provides for housing of a predominantly medium-density character to be located on approximately 40 acres of the site. Most of the residential-use area could be devoted to medium-density, R-3-type housing, which specifies multiple-family dwellings at maximum of three stories. The northern border of the residential use, overlooking a portion of the embankment and extending along the southern borders of the historic area, could be desirably developed in R-1 housing (one-family row dwellings, or townhouses). This arrangement of housing types appears most compatible with the proposed park and public use area at the northern half of the site, and would preserve Bay views for on-site apartment dwellers. Housing development on Fort Mason must conform with the 40-foot

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height limitations imposed by the Planning Code in the general area and should be in keeping with the City's policy of encouraging low- or moderate-density development on lowlands and high density on hilltops. This would permit a development of approximately 800 - 850 housing units.

The public use and access area at the northern shoreline of the site would be retained as in Alternative 2. This area encompasses approximately 20 acres of Fort Mason's total land area of 65 acres. As in each of the preceding alternatives, a lower-level parking facility and a pier area are reserved for a commercial-recreational facility, to include a possible Alcatraz embarkation point. The northern public use area provides a functional and visual link between the adjacent Aquatic Park and Marina Green recreational open spaces. It expands the area's public recreational spaces and functionally relates the site to the adjacent public uses, thereby enhancing the area's recreation capacity.

The historic structures are also preserved in this alternative. These buildings could be integrated with new housing and could be either maintained by the housing developers or publicly maintained and operated.

Alternative 3 has in common with the other land-use alternatives the retention of a 100-foot street right-of-way for a major through thoroughfare. In addition, Alternative 3 calls for a landscaped buffer zone around the borders of the residential area along Laguna and Bay Streets. The buffer zone would enhance the attractiveness of the site and street and shield it from the noise and fumes of passing traffic.

E. Summary and Recommendations

Choosing among the alternatives requires consideration of priorities among the uses and an assessment of the space and location requirements for each use. In view of the potential uses of the Fort Mason property, its relation to surrounding uses, circulation, and other City needs, recommendations for the site are as follows:

1. Circulation

A major east-west thoroughfare should be developed on the site to provide added street capacity for handling growing traffic volumes in this area of the City. This would require the reservation of a right-of-way through the site in order to connect North Point Street with Marina Boulevard. The most desirable solution is to place the thoroughfare below grade, thus maximizing the land available on the site. A 100-foot right-of-way or an easement should be reserved for this purpose, as shown on the illustration of the three land use alternatives. However, as an immediate step, a thoroughfare at grade level through the site or improvements for circulation around the site should be provided to meet the current traffic needs in this area.

2. Historic Preservation

The historic structures in the northeast section of the site should be preserved. In August of this year the Landmarks Commission recommended the retention of four buildings of significant architectural and historic interest. These structures should be accommodated in any plan for the re-use of the Fort Mason property.

3. Public Open Space and Recreation

Alternative 1 on the accompanying illustration would commit the entire Fort Mason property to park and recreation use, called for in earlier resolutions by the Board of Supervisors and the Planning Commission. However, it is recommended that open space-recreation requirements at this location be met by retaining public access to the historical structures and by designating a portion of the northern section of the site for park development. These actions would make it possible to achieve other City objectives on the remainder of the Fort Mason property. In Alternative 2, educational uses would occupy the southern half of the site and about 30 acres on the north would be devoted to park and recreational uses. In Alternative 3, residential use, park development would involve about 20 acres and would include land generally from the waterfront to the top of the bluff.

Regardless of the ultimate re-use of the site, it is important, as indicated in each alternative, to create a continuous expanse of park use on the City's shoreline from Aquatic Park to the Marina Green and to retain public pedestrian access along the northern waterfront.

4. Educational Use

It is strongly recommended, as illustrated in Alternative 2, that first priority be given to the development of a major educational facility on about 30 acres of the southern section of Fort Mason.

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This recommendation is based on the recognition that there is an urgent need to improve public education facilities. As expressed by many groups and individuals at the Planning Commission's public meetings on Fort Mason, a major commitment to strengthen the education system might possibly be the single most important step the City can take at this time. The Fort Mason site, because of its quality, size, and location, provides the San Francisco Unified School District with a rare opportunity to construct a facility of special excellence to serve a broad section of the City's public school children.

The Unified School District has indicated to the General Services Administration its interest in acquiring part of the Fort Mason site, possibly for the development of a large educational park. The School District has continued to express the need for this property and, therefore, further effort should be made to determine whether the Federal Government can make Fort Mason available for educational use, combined with park development along the shoreline.

5. Housing

The City must consider the fact that Fort Mason may not be made available for education-recreation development and that the choice for the use of the site may be limited to either a Federal office building or housing. In this event, but only after all reasonable efforts to achieve Recommendation 4 have failed, residential development, as illustrated in Alternative 3 is preferred. Housing, predominately medium-density in character, could be developed on

approximately 40 acres of the Mason site. Development must conform to the 40-foot height limitations imposed by the Planning Code. Using a combination of R-1 and R-3, zoning provisions would permit the construction of from 800 to 850 units, depending on size and type.

III. FORT MILEY

A. Site History, Location and Characteristics

The Federal Government has declared a 12-acre portion of Fort Miley as available to the City for development under the "Surplus Property for Community Development" program. This parcel is located at the eastern end of Fort Miley, which altogether is more than 54 acres in land area. The site, as well as the whole of Fort Miley, is situated on an expansive, coastal area of San Francisco.

In 1868, the Outside Lands Committee of the San Francisco Board of Supervisors called for acquisition of a 200-acre land reservation, inclusive generally of open areas later to be formalized as Lincoln Park and Point Lobos. In 1892, Fort Miley was carved out of this 200-acre land area, as a result of condemnation proceedings settled formally in United States Court Action No. 11484.

In 1901, Fort Miley was declared headquarters for the Pacific Coast Artillery District in order to modernize on-shore defenses of the Golden Gate. The Fort never made active use of its large artillery, and shortly after 1930, the U. S. Army released 19.2 acres of the central portion of Fort Miley to the General Services Administration for construction of the Veterans Administration Hospital. The VA Hospital opened in 1934, and the latest addition to the hospital was completed in 1965.

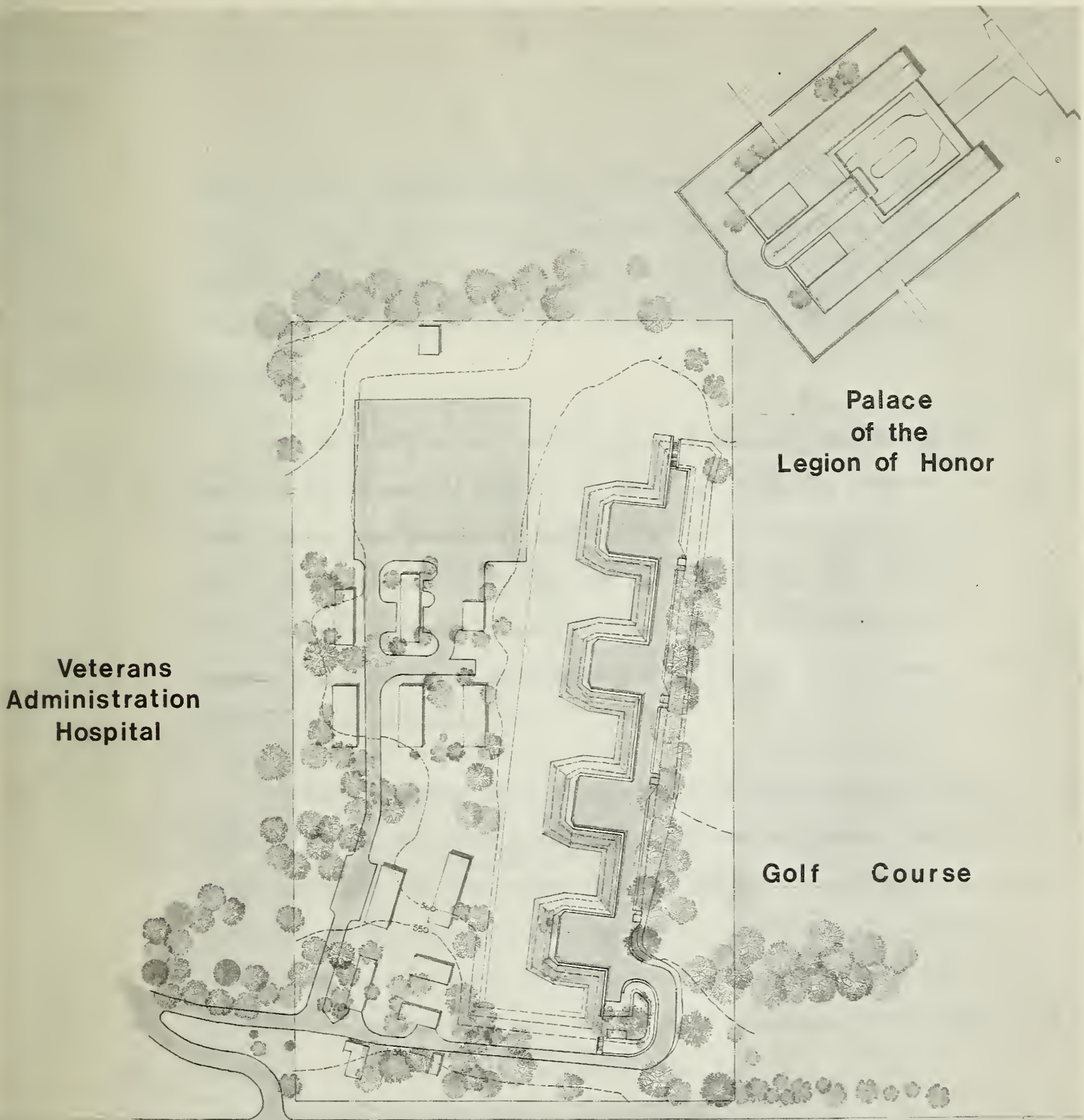
Three separate actions served to partition land uses and property ownership of Fort Miley as they currently exist. First, the City and County of San Francisco acquired 10.713 acres at the western end of the Fort for recreation and park purposes. This land is now under the jurisdiction of the Recreation and Park Commission. Along with this transfer of title, the U. S. Navy also acquired 1.7 acres of land immediately abutting the City's new park acreage.

Second, the VA Hospital acquired a small parcel of 6.34 acres immediately to the east of the hospital site, and this area is now used to provide 650 parking spaces. Third, the U. S. Air Force declared as surplus its Reserve Recovery Center, which it had occupied since 1955. The property and holdings of this Center, located on the eastern end of Fort Miley, is the site under consideration for acquisition by the City.

B. Existing Conditions of Site and Adjacent Uses

The Fort Miley site is rectilinear in shape and measures 980 feet along its eastern and western boundaries, and 550 feet along its northern and southern boundaries. This land area amounts to 12.34 acres. The site lies north of Clement Street, between 40th and 42nd Avenues.

The northernmost part of the site is predominantly level, due mainly to past construction of a large parking lot and location of many of the 16 woodframe buildings now standing on the site. Only



Clement Street

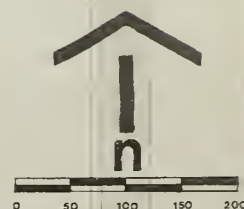
42 nd Ave

41 st Ave

40 th Ave

Fort Miley

Present Site Plan



three of these buildings currently are in use; the VA Hospital has a temporary permit from the U. S. Army for use as a day-care center and mental hygiene clinic of the hospital. The southern half of the site slopes gently, although there is a bluff along the Clement Street frontage.

Four massive concrete bunkers, used at one time for storage purposes to supplement and protect the heavy artillery emplacements, form a sharp edge along more than half of the eastern strip of the site. Present accessibility to both the rear parking lot and the bunker area is achieved by entering the site at its southwestern corner, but entrance is possible only after passage over property held by the VA Hospital.

The views at grade level on this site are primarily to the south, where on a clear day the Sunset residential area and Ocean Beach offer a fine panorama. On the northern half of the site, the Pacific Ocean is visible to the west, and the rear of the California Palace of the Legion of Honor is a major visual feature to the east. There are clusters of pine and eucalyptus on the front two-thirds of the site. The general ground cover is California ice plant.

Directly to the northeast of the site is the California Palace of the Legion of Honor. Surrounding the Fort site on the east and north sides is Lincoln Park, created by the Park Commission in 1910. Contiguous to the site on the west is the VA Hospital, and beyond,

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Lincoln Park and other open areas extend to the coastline. South of the site is a residential area, presently zoned R-1 and R-3; the predominant housing types in the area, with few exceptions, are single-family and duplex units.

C. City Policies

The Fort Miley site is situated in the "P" or Public Use District on the Zoning Map. In addition, two different sections of the Master Plan of San Francisco show recommended land uses affecting the Fort site and adjacent areas north of Clement Street. The Recreation Area and Park Location Plan, as part of the Public Facilities Section of the Master Plan, recommends that the eastern end of Fort Miley (the site) be developed for playground purposes, and that the abutting land area, Lincoln Park, be retained as a park. The Transportation Section of the Master Plan recommends parkway treatment of El Camino del Mar from the Presidio to Seal Rock Drive. In 1966, the Planning Commission recommended City acquisition of land at the eastern end of Fort Miley for public purposes in conformity with the Master Plan.

D. Residential Development

The site at Fort Miley, to re-emphasize, is at the possible disposal of the City if the City is willing to meet the terms of the "Surplus Property for Community Development" program. The terms of this program were discussed briefly in the introduction to this report. If the City wishes to acquire and develop this site for purposes other than a predominantly residential land use, it must wait

until the site becomes available on other terms. The planning issue is to determine what the best use of the site is and whether or not the Fort Miley site could be utilized advantageously by the City for housing purposes.

Under the requirements of the "Community Development" program, prime importance is placed on a "balanced" community development. However, where particular sites are too small in themselves to achieve a balanced community development, site development should go as far as possible in meeting the program's objectives on the basis of city-wide needs and existing adjacent land uses. The Fort Miley site falls into this latter category.

San Francisco must be concerned with improving the quality and variety of housing available for all people who wish to live in the City. In addition, it must assist in providing a choice of decent and safe housing at prices families can afford. It must also pay particular attention to the needs of families with children because there is a shortage of suitable family housing in the City.

The Fort Miley site provides an excellent opportunity to meet these objectives because the property is well suited for housing, readily available and can be developed over a relatively short period of time. Moreover, it provides the City with an opportunity to increase the number and choice of housing units for moderate and lower-income families at a minimal cost. And, as discussed elsewhere in this report, housing on Fort Miley would be compatible with existing site conditions and adjacent land uses.

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Considering the location and characteristics of Fort Miley, the only alternative use of the site is to reserve it as an addition to Lincoln Park, if and when the Federal Government declares the property surplus to its needs. However, the City has substantial park resources already in this area, and should continue to make improvements to existing Lincoln Park land so that it can be more fully used for recreation purposes. In view of this fact, using the Miley site for housing purposes as an extension of the residential pattern in this area of the city is a desirable planning objective.

The "Community Development" program provides that residential construction on surplus Federal property should be designed to be compatible with site conditions (e.g., open spaces, tree coverage), rather than with predetermined formulas on density and maximum site coverage. This program provision would permit the retention of large and profuse pine trees now enhancing the site, and would assure development of the site on design terms compatible with adjacent land uses.

Fort Miley is well-served by existing public transportation. At peak hours of travel, the estimated running time to downtown (Kearney Street) is 33 minutes; at off-peak hours, the running time to the same destination is 35 minutes. If the ultimate destination, for example, was 3rd and Palou, the estimated running time at the peak hour is 61 minutes; at a non-peak period, the scheduled time is 54 minutes. By comparison, a trip by private vehicle at the peak hours from the site to 3rd and Market is 20 minutes, whereas the off-peak run is 17 minutes.

The site could be served by either the Lafayette or Alamo Elementary Schools, although it is reported that both schools are operating currently over the designed capacity. A branch library is nearby at 550 37th Avenue. The nearest playground, with facilities for active recreation, is located one-half mile away at 38th and Cabrillo Avenues. It should be noted, however, that abundant park areas surround the site, and the southeast corner of the site itself offers a fine opportunity for development of a small-scale recreation area.

The total area of the site, as mentioned earlier, is 12.35 acres. The total buildable land area for residential use, however, amounts to approximately eight acres. A major part of the difference in total acreage is accounted for by land not suitable for development, i.e., the bunker area.

The type of residential construction recommended for this site is two and three-story frame garden apartment units and townhouse units if this latter type should prove to be feasible. At any rate, the average density of housing units allowable should be no more than 25 units per acre, or about 200 units for the entire site.

Given its location and the proposed intensity of development, the Fort Miley site would not require the extension or additional cost of municipal services now functioning in the area. The only extraordinary public costs are attendant to education, since schools in the area are now operating above capacity. To serve an estimated

200 new housing units, it may be necessary to build a small school (three grades, 140 pupils) on a one and one-half to two-acre portion of the site at a cost of approximately \$300,000.

E. Recommendations for Fort Miley

It is recommended that the City take the necessary next steps to acquire the Fort Miley site for residential use under the terms of the "Surplus Property for Community Development" program. The following guidelines should be observed in development of the site:

1. Approximately 200 units of family housing should be constructed on the site based on a density of about 25 units to the acre;
2. The range of housing costs should be within the means of low-, moderate-, and middle-income families;
3. Housing should be constructed under a planned-unit-development approach;
4. The southeast corner of the site should be reserved for construction of a small public play area (about one acre) to relate the new development to the surrounding community;
5. If it is determined that additional school capacity is required, an educational facility could be developed and integrated into the fortifications area and placed adjacent to the proposed public play area;
6. Development of the site should adhere to the design terms of reference stated below and shown on the following "Development Plan."

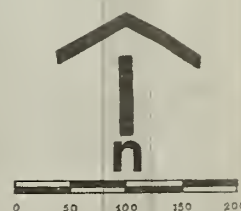
Veterans
Administration
Hospital

Palace
of the
Legion of Honor

Golf Course

Fort Miley

Development Plan



Clement Street

42 nd Ave

41 st Ave

40 th Ave

DESIGN TERMS OF REFERENCE

1. Access to the site should be provided from Clement Street at 40th and 42nd Avenues.
2. A single north-south street should be located on the western edge of the site. This street should be designed to preserve as many of the existing trees as possible and should be landscaped to provide a screen for the residential area to the hospital.
3. Access should be provided to El Camino del Mar but through traffic should be discouraged.
4. A major pedestrian way linking Clement Street and the Palace of the Legion of Honor should be provided through the eastern part of the site.
5. The portion of the site east of the fortifications should be maintained as open space. In addition, the southeastern corner should be developed as a small public park easily accessible to the adjacent residential area.
6. Housing should generally be restricted to three stories with the exception of the northern portion of the site. In this area a single structure could be developed from six to nine stories.
7. To the extent possible, the design should reinforce the formal relationships and forms established by the existing fortifications and the Palace of the Legion of Honor.

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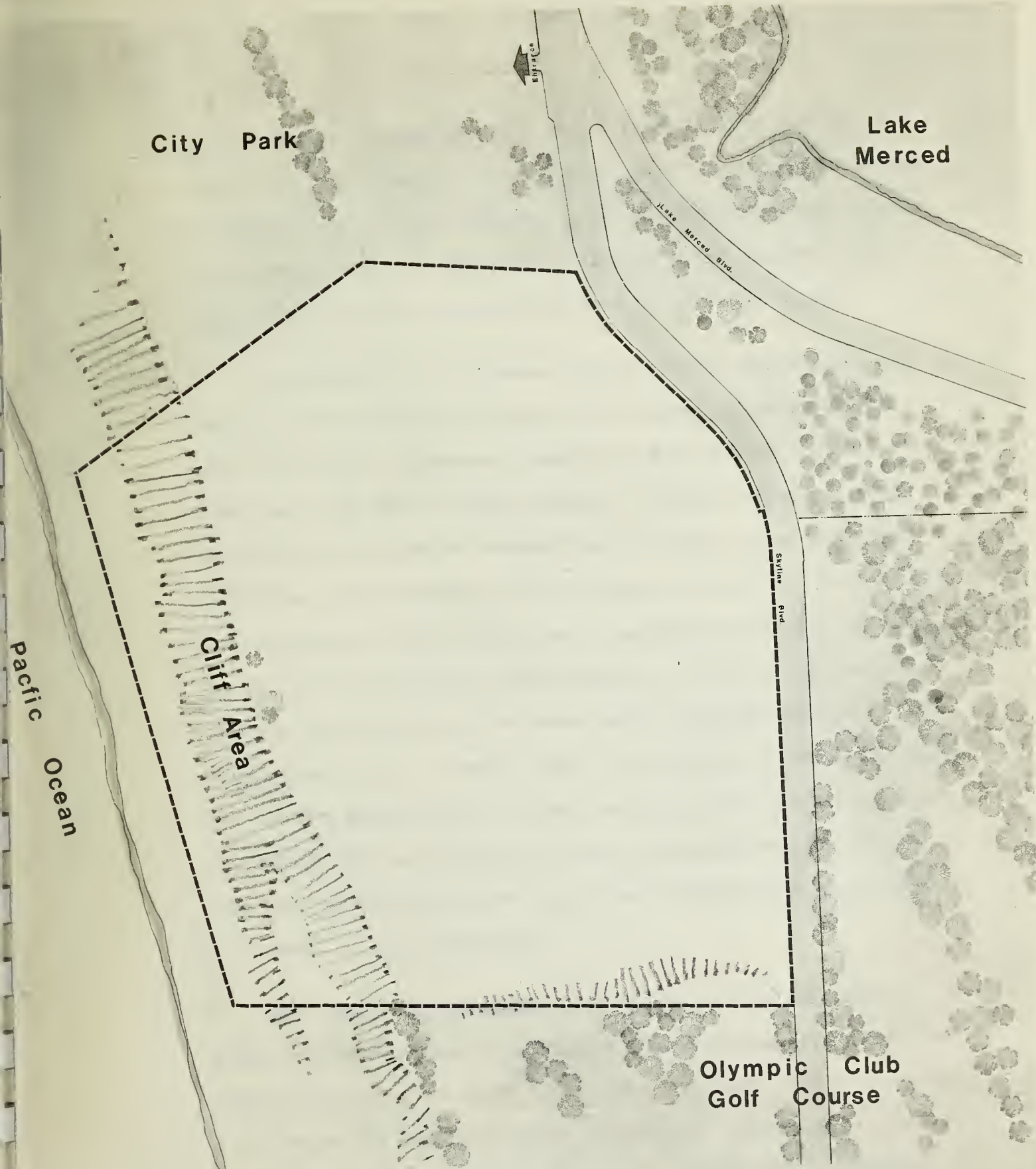
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IV. FORT FUNSTON

A. Site History, Location, and Characteristics

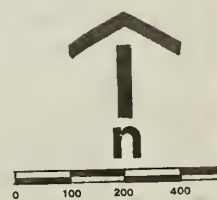
At one time Fort Funston consisted of approximately 237 acres of land extending south from Fleishhacker Zoo to the Olympic Club golf course. Over the years the City has acquired parts of the original acreage. The first acquisition occurred in 1950 when the northern 50 acres of the Fort were deeded to the City and County of San Francisco, subject to certain restrictions and reservations. A seven-acre portion of this land was leased in 1953 to the State of California for 99 years for the National Guard Armory now located there. In November, 1951, a \$1,100,000 bond issue was approved to purchase 116 acres of the Fort property south of the armory for use as a park and recreation area. This land had been offered to the City as surplus federal property by the U.S. Government, and was purchased at approximately one-half its appraised value. This City park land is now administered by the Park and Recreation Commission and represents one of the City's most valuable open-space areas. At the southernmost end of the original Fort Funston property is the 71-acre parcel of land presently under consideration for acquisition by the City from the Federal Government. The site is bordered by Skyline Boulevard on the east, the Olympic Club golf course on the south, the Pacific Ocean on the west, and Fort Funston Park on the north.

The Fort Funston property described above was purchased by the U.S. Government from the Spring Valley Water Company in two transactions. The Ocean frontage portion of the site was deeded in 1917



Fort Funston

Present Site Plan



and the eastern portion in 1942. Until recently, the site was being used by the U.S. Army as a Nike missile base. The only improvements on the Fort include four existing barrack buildings and four missile launch pads. Access to the Fort is limited to one road which can only be reached from the southbound lane of Skyline Boulevard.

An estimated 60 to 70 percent of the site is usable since the western portion consists of steep cliffs which rise about 150 feet above the beach. The western boundary of Fort Funston consists of more than 1,500 feet of ocean frontage. This part of the property is presently open, making possible public access to the beach and bluff area. The topography of the remainder of the Fort is relatively flat and could be easily built upon. According to earlier studies, the soil is "unconsolidated sand deposit" on top of a rock formation of shale, soft sandstone, and other fairly resistant materials. It is important to note, however, that "the cliffs are excessively steep and for many years would be subject to erosion due to rains and winds even though they may be protected from undermining by wave action. Some loss of territory at the top of the cliffs must be anticipated as a result of slope adjustment."

Fort Funston is surrounded by open space and in the midst of a green belt which extends continuously along the ocean front from the Cliff House to the San Mateo County line. The site affords spectacular views of the City, the Ocean, Lake Merced, Harding Public Golf Course, and the Olympic Club Golf Course. Except for the Olympic Club Golf Course, all of the property in this ocean front green belt is in public ownership.

B. City Policies

Existing City policies concerning use of Fort Funston recommend the area be used as public open space. The Master Plan of the City and County of San Francisco designates Fort Funston and the surrounding properties as an "open area." The Fort is currently zoned "P" which permits only public use of the property. Immediately adjacent to the site on the south and east, the Olympic Club Golf Course is zoned R-1-D. This would permit single-family, detached dwellings with a minimum lot area of 4,000 square feet, and a minimum width of 33 feet. North of the site is Fort Funston Park which, of course, is zoned for public use.

In addition to the above, the City Planning Commission adopted a policy Resolution No. 5266 in 1960 recommending that Fort Funston be used for open recreation and park use. This resolution, however, referred to that portion of the original Fort property which was acquired by the City from the Federal Government in 1961. The Commission had considered proposals for residential development of the property, but tabled those plans in favor of recreation and park use. The recommendations of the Planning Commission were later approved by the Board of Supervisors and the voters of San Francisco when the municipal bond was approved by the necessary two-thirds majority.

C. Residential Development

In considering the potential of Fort Funston for residential development, several factors of both a positive and negative nature should be examined. This section of the report points out some of

the advantages and disadvantages of the Funston site for residential use. The benefits which might be derived from developing housing on Fort Funston are discussed first, followed by an examination of some of the restraints to housing development on the site.

Earlier in this report, the need for housing in San Francisco for families of low and moderate income was pointed out. The City presently faces a serious shortage of low and moderate units due to a scarcity of vacant land and the concomitant high costs of new construction. From this standpoint, Fort Funston provides the City with an opportunity to develop a large tract of land. Approximately 50 acres are usable for residential purposes. It is estimated that from 1,000 to 1,500 low- and moderate-income housing units could be provided on the site at a density of around 20 to 25 units an acre. Under the "Surplus Property for Community Development" program, the Fort Funston site provides the City with an opportunity to create a unique residential and social environment. The dramatic views and surrounding open space furnish an appealing setting for families with children. The site is also large enough to accommodate a school and other community facilities which would have to be constructed to serve the community. The creation of a new community, racially and economically integrated, could serve as an example to encourage other such developments in San Francisco and the metropolitan area. In sum, Fort Funston is an opportunity for San Francisco to develop a new residential community which would help to alleviate the pressing housing needs of the City's low- and moderate-income families, and which would be a benefit and example to the entire community.

There are at least three restraints to housing development on the site: its isolated location of the site; the cost of providing services and utilities; the proposition that the recreation, open-space pattern in the southwest section of the city should be retained.

1. Residential isolation can be a highly desirable value. Some people prefer secluded housing and will seek this feature by traveling great distances to their residences. Isolation, however, in large cities can be an insurmountable disadvantage for low- and moderate-income families who are much less mobile and need immediate access to jobs and public services, such as schools, health, and public transportation. The poor climatic conditions at the site, in relation to its isolation, is another deterrent to residential development. Moreover, because the site stands apart from adjacent residential areas, the City is faced with providing the full range of public services and utilities in order to make the Fort site a viable community. It is further faced with the fact that housing here must be racially and economically mixed. Without it, Fort Funston housing could become an outpost of the ghetto. The degree to which mixed housing can be achieved on this site deserves careful consideration. As this report indicated earlier, there is a great demand for low- and moderate-income housing, and, consequently, there is good reason to believe that, if rents and prices were reasonable, housing at this level could be successfully marketed to both white and non-white families. It should also be kept in mind that it is this income group that most needs governmental assistance in improving their housing conditions and choices.

The problem of balance, however, concerns the attractiveness of the Funston site to middle-income families. This group has a much wider residential choice, and there are features involved at the Funston site which might reduce the attractiveness of housing for this income group. Negative factors include poor climate and excessive distances from activities that make in-city living appealing to certain middle-income families with children.

Housing development at Fort Funston will need to be competitively priced and offer design features unique to this section of the metropolitan area. Without cost and design advantages, it is questionable whether racial and economic integration at this location can be achieved.

2. A second restraint to housing is the initial cost of providing public utilities and services as well as the annual cost of maintaining them. While it is generally recognized that most residential areas cost the City more in services than they yield in taxes, the Funston site, because it is not contiguous to areas of existing services, will involve an unusually high initial investment by the City and/or a developer.

Estimates indicate that a \$824,000 commitment by the City of San Francisco will be necessary to initially provide public utilities to Fort Funston. The type and costs of these services are: water for domestic and fire-fighting use, \$378,000; street lighting on Skyline Boulevard from Lake Merced to the site, \$65,000; sewer lines to serve the site, \$200,000; a police and fire-alarm box system, \$20,000;

plans, specifications, administration, and contingencies, \$161,000. It is assumed that the Pacific Gas and Electric Company would pay the cost of extending their services to Fort Funston. In short, estimates indicate that the initial costs of providing required public utilities to Fort Funston would average about \$824 per housing unit if at least 1,000 units were developed on the site.

Once available at the perimeter of the site, the cost of distributing these services would be commensurate with such costs as would be incurred elsewhere in the City. Similarly, police and fire protection could be extended to the property within normal costs to the City. It will be necessary, however, to extend the City's public transit system to provide adequate service to Fort Funston. This would incur an estimated annual cost of \$66,000, with revenues from this service estimated at \$6,000. In addition, because of the isolation of the site and the limited capacity of nearby schools, it will be necessary to construct a new school to serve the community. Assuming a development of 1,000 housing units with approximately 700 elementary school children, a 4.5-acre parcel and a \$1.3 million school building would be required to serve Fort Funston students through the sixth grade.

In summary, the total initial cost to the City of providing all required public services and facilities would amount to more than \$2 million. Whether such public costs are excessive and, therefore, of themselves rule out housing on this site should be decided after the City has had an opportunity to review development programs of prospective developers to determine the potential tax return.

3. The third restraint to housing on Fort Funston concerns the function of the site in relation to the open space and park character which already exists in this section of the City. As discussed in the brief section on public needs, the most urgent demand in the City as a whole is for small parks very accessible to people, especially in high-density areas. Consequently, if the choice is whether Funston should be used predominantly for housing or totally for park land, regardless of cost, a decision could be made for residential development if part of the site is reserved for open space. The substantial park acreage existing in this area could be made even more useful by a better balance of housing. On the Funston site, however, there should be a continuous recreation strip and public access along the City's western coastline.

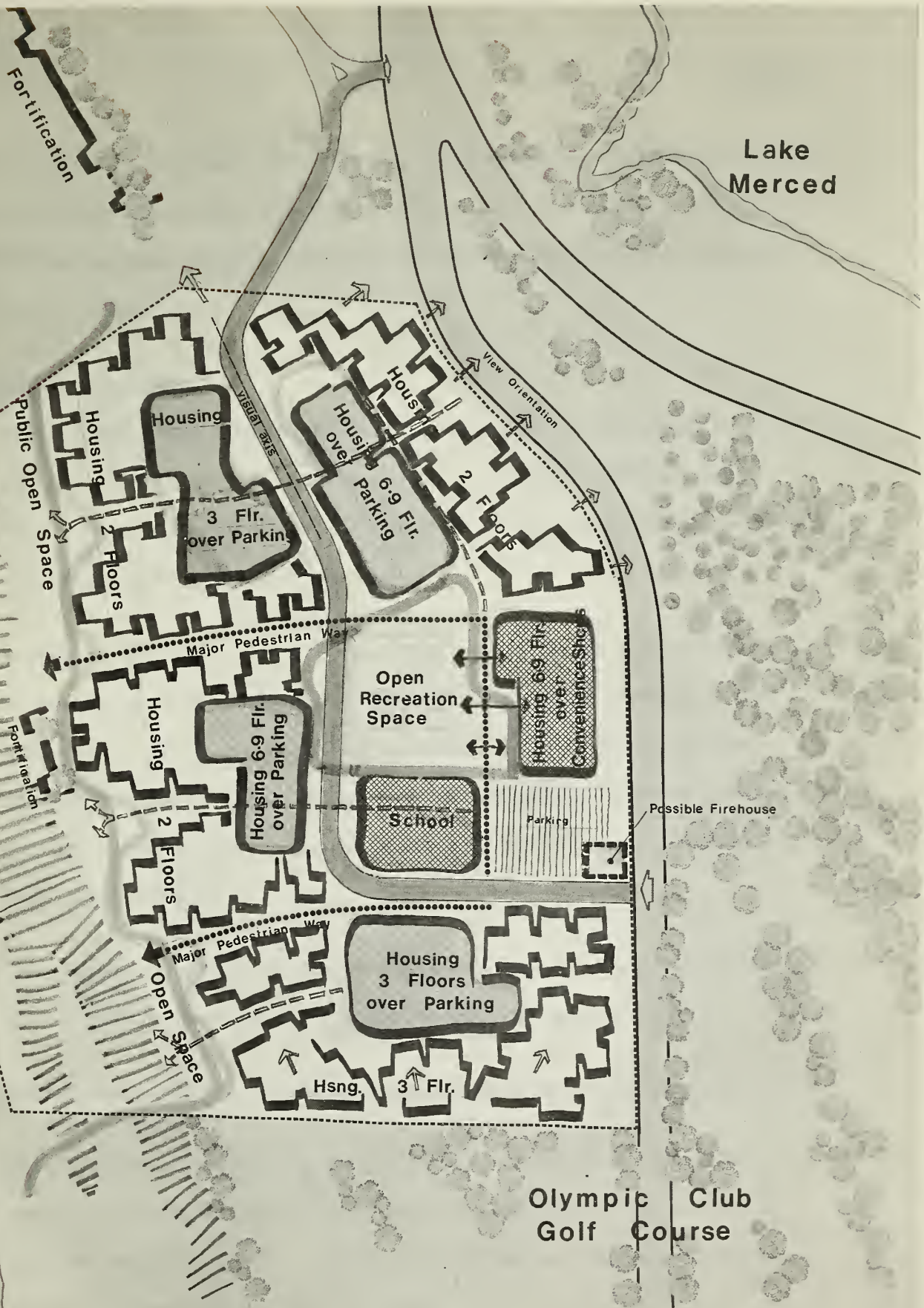
There is another land use matter that should be of some concern; that is the possible effect of Funston residential development on privately owned land remaining in this area. For instance, the presence of housing on Funston could place pressure on nearby private property to convert to residential development. Such development may not be in the public interest since it could mean the loss of existing open space in the southwest portion of the City. This, however, is a speculative matter at best, and it could be argued that such development, if properly executed, would not necessarily be detrimental.

Recommendations for Fort Funston

In view of the potentials and limitations of the Fort Funston site, it is recommended that housing development, as outlined in the "Community Development" program, be pursued by the City under the following conditions:

1. Potential developers should assure the City that housing will be constructed for low-, moderate-, and middle-income families;
2. Approximately 1,000 to 1,500 units are provided on the site under a planned-unit development of 25 to 35 units per acre;
3. Plans for the site retain approximately 20 acres along the western shore and bluff area as a public beach and park;
4. Community facilities and services, including a public elementary school, are provided to serve residents on the site;
5. Plans for the site adhere to the design terms noted on the following sketch plan and discussed below;
6. The developer's financial program should demonstrate to the City that it will receive a reasonable tax yield. The City should balance anticipated tax returns against the need to achieve other objectives, including an economically and racially mixed community.

While residential development appears desirable, there are some reservations as to whether housing can be achieved on this site in view of the restraints cited earlier. It is recommended, therefore, that the City take the next steps to achieve housing under the Federal "Community Development" program, but retain the option of re-evaluating the use of the Funston site should housing prove not feasible.



City Park

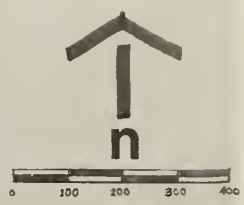
Lake Merced

Public Beach... Cliff Park

Olympic Club Golf Course

Fort Funston

Development Plan



It is further recommended that the City take advantage of the full range of Federal subsidies available for the development of the site, including the Neighborhood Development Program under the provisions of the Urban Renewal Program.

Design Terms of Reference

1. All community and commercial facilities should be provided on the eastern portion of the site to create a single-community center. This center would be accessible to both residents of the site and any adjacent future developments.
2. Access to the site should be provided by one major thoroughfare from Skyline Boulevard. This thoroughfare should continue north through the site into Fort Funston Park and return to Skyline Boulevard through the existing park entrance. This would provide not only good access to the site but would also improve access to Fort Funston Park.
3. The community center should be linked to each housing complex and to the public beach park by major pedestrian access ways.
4. Residential parking should be enclosed within the housing structures.
5. Housing development along the cliff area should not exceed two stories and should be set back from the cliffs so that it is not visible from the beach. Higher housing may be developed over the commercial service and parking areas.
6. Private open space and access should be provided for each unit of family housing.

7. The design should avoid endless rows of similar housing typical of current "tract" development. Furthermore, housing along the cliffs should be broken allowing open space to penetrate each housing complex by means of the pedestrian ways.

CITY AND COUNTY OF SAN FRANCISCO
DEPARTMENT OF CITY PLANNING

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